### **House of Representatives**



General Assembly

File No. 916

January Session, 2009

Substitute House Bill No. 6464

House of Representatives, May 7, 2009

The Committee on Environment reported through REP. ROY, R. of the 119th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

## AN ACT CONCERNING COORDINATED PRESERVATION AND DEVELOPMENT.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (NEW) (Effective October 1, 2009) The Interagency

Responsible Growth Steering Council, established pursuant to 3 Executive Order No. 15 of Governor M. Jodi Rell, shall review for 4 consistency with the principles of smart growth, as defined in section 1 5 of substitute house bill 6467 of the current session, applications 6 pursuant to the following programs: (1) Open space and watershed land acquisition grants submitted pursuant to section 7-131e of the 8 general statutes, as amended by this act; (2) grants-in-aid for 9 restoration of historic structures and landmarks submitted pursuant to 10 section 10-411 of the general statutes, as amended by this act; (3) funds 11 for brownfield remediation submitted under section 32-9ee of the 12 general statutes, as amended by this act; (4) financial assistance for

13 physical development from the Connecticut Development Authority

14 pursuant to section 6 of this act; (5) grants from the Commissioner of

Economic and Community Development for physical development pursuant to section 7 of this act; (6) grants-in-aid pursuant to section 4-66c of the general statutes, as amended by this act; and (7) grants-inaid under section 4-66g of the general statutes, as amended by this act.

- (b) The awarding authority shall submit an application to the steering council prior to the final decision of the state agency on the application. The steering council shall review the application and determine whether or not the application for any form of financial assistance is consistent with the principles of smart growth, as defined in section 1 of substitute house bill 6467 of the current session. The steering council shall notify the awarding authority of its determination not more than thirty days after receipt of the application. No financial assistance shall be awarded by the state agency or the Connecticut Development Authority unless the steering council determines that the application is consistent with said principles of smart growth.
- Sec. 2. Section 7-131e of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2009*):
  - (a) Grant award decisions under the protected open space and watershed land acquisition grant program established under section 7-131d or under the Charter Oak open space grant program established under section 7-131t shall be made by the Commissioner of Environmental Protection at least semiannually. All complete and eligible grant applications shall be acted upon by the commissioner as soon as practicable. A single project may receive a grant in more than one grant cycle, subject to future availability of funds and subject to the limitations set forth in this section and sections 23-78, 12-498 and 7-131d. Up to five per cent of the grant funds may be used for administrative expenses including, but not limited to: (1) Contractors to assist the Department of Environmental Protection in the review and evaluation of grant proposals and baseline data collection for conservation easements; (2) appraisals or appraisal reviews; and (3) preparation of legal and other documents. Administrative expenses

may not be used for staff salaries. Not later than September 1, 1998, for the protected open space and watershed land acquisition grant program established under section 7-131d, and not later than September 1, 2000, for the Charter Oak open space grant program account established under section 7-131t, the commissioner shall develop written guidelines and a ranking system for consistency and equity in the distribution of grant awards under the protected open space and watershed land acquisition grant program established under section 7-131d or under the Charter Oak open space grant program account established under section 7-131t based on the criteria listed in subsections (b) and (c) of section 7-131d. Consistent with such criteria, additional consideration shall be given to: (A) Protection of lands adjacent to and complementary to adjacent protected open space land or class I or class II water company lands; (B) equitable geographic distribution of the grants; (C) proximity of a property to urban areas with growth and development pressures or to areas with open space deficiencies and underserved populations; (D) protection of land particularly vulnerable to development incompatible with its natural resource values including the protection of a public water supply source; (E) consistency with the state's plan of conservation and development; (F) multiple protection elements, such as water quality and supply protection, scenic preservation and farmland preservation; (G) the extent to which the presence of already constructed buildings or other manmade improvements diminish or overshadow the natural resource value of a proposed acquisition, or its value relative to its cost; and (H) preservation of forest lands and bodies of water which naturally absorb significant amounts of carbon dioxide.

(b) There is established a Natural Heritage, Open Space and Watershed Land Acquisition Review Board to assist and advise the commissioner in carrying out the provisions of sections 7-131d to 7-131g, inclusive, as amended by this act, and sections 23-73 to 23-79, inclusive. Upon establishment of the review board and selection of a chairman under this section, the review board (1) shall provide comments on selection criteria, policies and procedures; (2) shall promote public participation; (3) shall provide guidance and conduct

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review of strategies for land protection, including strategies under section 23-8; (4) shall review and evaluate grant award policies and procedures; and (5) may provide comments on any application for funds not later than forty-five days after such application is submitted to the chairman. Upon establishment of the board, the commissioner shall take such comments into consideration in making any decisions regarding such grants.

(c) The review board shall consist of twenty-one members as follows: (1) The chairpersons and ranking members of the bonding subcommittee of the joint standing committee of the General Assembly having cognizance of matters relating to finance, revenue and bonding; (2) one member of the joint standing committee of the General Assembly having cognizance of matters relating to the environment, appointed by the speaker of the House of Representatives, and one member of the joint standing committee of the General Assembly having cognizance of matters relating to planning and development, appointed by the president pro tempore of the Senate, each of whom shall be ex-officio members of the board; (3) the Secretary of the Office of Policy and Management, or his designee; (4) a representative of the business community and a person experienced in issues relating to access to public facilities by persons with disabilities, appointed by the Governor; (5) one representative from an investor-owned water utility, appointed by the minority leader of the Senate; (6) one representative from a municipal water utility, appointed by the minority leader of the House of Representatives; (7) one representative from a regional water utility, appointed by the minority leader of the Senate; (8) one representative who is a realtor or attorney with a minimum of five years experience in real estate transfers, appointed by the speaker of the House of Representatives; one representative with a minimum of five years experience in the construction industry or land development, appointed by the president pro tempore of the Senate; (9) two representatives of interest groups primarily concerned with the conservation of river watershed regions, appointed one each by the majority leaders of the House of Representatives and the Senate; (10) representatives from nonprofit organizations primarily

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concerned with environmental protection or natural resource conservation with a minimum of five years experience in land conservation and acquisition, appointed one each by the Governor, the speaker of the House of Representatives and the president pro tempore of the Senate; and (11) one chief elected official of a town with a population less than twenty thousand and one chief elected official of a town with a population greater than twenty thousand, appointed by the Governor. The members, other than the members described in subdivisions (1), (2) and (3) of this subsection, shall serve terms of three years provided the terms of the members described in subdivisions (4) to (8), inclusive, of this subsection who are appointed in the year after July 1, 1998, shall expire on October 1, 1999, and further provided the terms of the members described in subdivisions (9) to (11), inclusive, of this subsection shall expire on October 1, 2000. The board shall elect a chairman from among its members and shall make such election on or before October 1, 1998. Members of the board shall serve until reappointed or replaced.

- (d) Annually, on or before February fifteenth, the board shall submit a report regarding grant awards made in the previous calendar year and any findings and recommendations regarding the open space and watershed land acquisition program and the recreation and natural heritage trust program established under section 23-73 to the General Assembly.
- 141 (e) The commissioner shall submit each complete and eligible 142 application to the Interagency Responsible Growth Steering Council, 143 established under Executive Order No. 15 of Governor M. Jodi Rell, for review to determine if the application is consistent with the principles 144 of smart growth, as defined in section 1 of substitute house bill 6467 of 145 146 the current session. The steering council shall notify the commissioner 147 of its determination not more than thirty days after receipt of the application. No grant shall be awarded unless the steering council 148 149 determines that the application is consistent with said principles of 150 smart growth.

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[(e)] (f) There is established an open space and watershed land acquisition account within the General Fund which shall consist of any funds required or allowed by law to be deposited into the account including, but not limited to, gifts or donations received for the purposes of section 7-131d. Investment earnings credited to the assets of the account shall become part of the assets of the account. Any balance remaining in the account at the end of any fiscal year shall be carried forward in the account for the fiscal year next succeeding. Payments from the account shall be made upon authorization by the Commissioner of Environmental Protection. Neither the proceeds of any general obligation bonds of the state nor the investment earnings of any such proceeds shall be deposited in the account. The Commissioner of Environmental Protection may use funds in the account for purposes of section 7-131d.

- Sec. 3. Section 10-411 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2009*):
- (a) Any municipality or private organization may acquire, relocate, restore, preserve and maintain historic structures and landmarks and may receive funds from the state and federal governments for such purposes. Grants-in-aid may be made to owners of historic structures or landmarks in an amount not to exceed fifty per cent of the nonfederal share of the total cost of such acquisition, relocation, historic preservation and restoration. Grants-in-aid shall be made through an assistance agreement signed by the owner. Subsequent to the execution of any such assistance agreement, advances of funds may be made by the commission to the owner of such an historic structure or landmark. The commission shall submit each complete and eligible application for a grant-in-aid to the Interagency Responsible Growth Steering Council, established under Executive Order No. 15 of Governor M. Jodi Rell, for review to determine if the application is consistent with the principles of smart growth, as defined in section 1 of substitute house bill 6467 of the current session. The steering council shall notify the commission of its determination not more than thirty days after receipt of the application. No grant-in-

aid shall be awarded unless the steering council determines that the application is consistent with said principles of smart growth.

(b) Before executing any such assistance agreement under sections 10-410 to 10-415, inclusive, as amended by this act, the commission shall require that (1) the owner has developed a comprehensive historic preservation plan, approved by the commission, together with specific work plans and specifications; (2) the owner provides payment and performance bonds to assure the completion of the preservation work in an authentic manner satisfactory to the commission; (3) the owner has filed with the town clerk in the municipality in which the property is located a declaration of covenant guaranteeing the preservation of the historical or architectural qualities of the property in perpetuity or for a period approved by the commission; (4) the owner receiving funds for the purposes of said sections plans to and can demonstrate an ability to maintain and operate properly the historic structure or landmark for an indefinite period of time and that such owner will open it to the public at reasonable times, free of charge or subject to a reasonable charge as approved by the commission; (5) the owner maintains sufficient casualty and liability insurance to render the state harmless in any action arising from the acquisition, relocation, restoration or operation of properties under said sections; and (6) if such historic structure or landmark lies within the boundaries of any historic district, the proposed acquisition, relocation, preservation and restoration has been approved by the local historic district commission. Such assistance agreement may require that if the owner receiving funds under said sections fails to operate or maintain properly the historic structure or landmark, title to such property may be acquired by the commission upon payment to such municipality or private organization of a sum equal to the amount provided by such municipality or private organization in accordance with such assistance agreement.

(c) Federal grants-in-aid shall be administered by the commission in accordance with all federal requirements.

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(d) The commission shall adopt regulations pursuant to chapter 54 for its guidance before making such grants-in-aid or advances. Such regulations shall, among other things, require that the commission determine that the historic structure or landmark to be acquired, relocated or restored is an authentic historic structure or landmark as identified in the state register of historic places.

- Sec. 4. Section 32-9ee of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2009*):
- 226 (a) The municipality or economic development agency that receives 227 through the Office of Brownfield Remediation and 228 Development's pilot program established in subsection (c) of section 229 32-9cc shall be considered an innocent party and shall not be liable 230 under section 22a-432, 22a-433, 22a-451 or 22a-452 as long as the 231 municipality or economic development agency did not cause or 232 contribute to the discharge, spillage, uncontrolled loss, seepage or 233 filtration of such hazardous substance, material, waste or pollution 234 that is subject to remediation under this pilot program; does not 235 exacerbate the conditions; and complies with reporting of significant 236 environmental hazard requirements in section 22a-6u.
  - (b) In determining what funds shall be made available for an eligible brownfield remediation, the Commissioner of Economic and Community Development shall consider (1)the development opportunities such reuse and redevelopment may provide, (2) the feasibility of the project, (3) the environmental and public health benefits of the project, and (4) the contribution of the reuse and redevelopment to the municipality's tax base. The commissioner shall submit each proposal for brownfield remediation funds to the Interagency Responsible Growth Steering Council, established under Executive Order No. 15 of Governor M. Jodi Rell, for review to determine if the proposal is consistent with the principles of smart growth, as defined in section 1 of substitute house bill 6467 of the current session. The steering council shall notify the commissioner of its determination not more than thirty days after receipt of the

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proposal. No funds shall be awarded unless the steering council determines that the proposal is consistent with said principles of smart growth.

- (c) No person shall acquire title to or hold, possess or maintain any interest in a property that has been remediated in accordance with the pilot program established in subsection (c) of section 32-9cc if such person (1) is liable under section 22a-432, 22a-433, 22a-451 or 22a-452; (2) is otherwise responsible, directly or indirectly, for the discharge, spillage, uncontrolled loss, seepage or filtration of such hazardous substance, material or waste; (3) is a member, officer, manager, director, shareholder, subsidiary, successor of, related to, or affiliated with, directly or indirectly, the person who is otherwise liable to under section 22a-432, 22a-433, 22a-451 or 22a-452; or (4) is or was an owner, operator or tenant. If such person elects to acquire title to or hold, possess or maintain any interest in the property, that person shall reimburse the state of Connecticut, the municipality and the economic development agency for any and all costs expended to perform the investigation and remediation of the property, plus interest at a rate of eighteen per cent.
- Sec. 5. (NEW) (Effective October 1, 2009) (a) As used in this section:
- 271 (1) "Authority" means the Connecticut Development Authority, 272 created under section 32-11a of the general statutes; and
  - (2) "Financial assistance" means any and all forms of loans, extensions of credit, guarantees, equity investments or any other form of financing or refinancing to persons for the purchase, acquisition, construction, expansion, continued operation, reconstruction, financing, refinancing or placing in operation of an economic development project, including, but not limited to, fixed assets, working capital, equity participations and acquisitions, employee buyouts, refinancing and financial restructuring.
    - (b) The Connecticut Development Authority before approving any application under any provision of the general statutes for any form of

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financial assistance for any physical development, including but not limited to, the purchase or improvement of real property and the construction, reconstruction or renovation of a structure, shall submit such application to the Interagency Responsible Growth Steering Council, established pursuant to Executive Order No. 15 of Governor M. Jodi Rell, for a determination of consistency with the principles of smart growth, as defined in section 1 of substitute house bill 6467 of the current session. The steering council shall notify the authority of its determination not more than thirty days after receipt of the application. No financial assistance shall be awarded by the authority unless the steering council determines that the application is consistent with said principles of smart growth.

Sec. 6. (NEW) (Effective October 1, 2009) The Commissioner of Economic and Community Development, before approving any application under any provision of the general statutes for a grant for physical development, including, but not limited to, the purchase or improvement of real property and the construction, reconstruction or renovation of a structure, shall submit such application to the Interagency Responsible Growth Steering Council, established pursuant to Executive Order No. 15 of Governor M. Jodi Rell, for a determination of consistency with the principles of smart growth, as defined in section 1 of substitute house bill 6467 of the current session. The steering council shall notify the commissioner of its determination not more than thirty days after receipt of the application. No financial assistance shall be awarded by the commissioner unless the steering council determines that the application is consistent with said principles of smart growth.

Sec. 7. Section 4-66c of the general statutes is amended by adding subsection (f) as follows (*Effective October 1, 2009*):

(NEW) (f) Before approving an application for a grant-in-aid under this section, a state agency shall submit such application to the Interagency Responsible Growth Steering Council, established pursuant to Executive Order No. 15 of Governor M. Jodi Rell, for a

determination of consistency with the principles of smart growth, as defined in section 1 of substitute house bill 6467 of the current session. The steering council shall notify the agency of its determination not more than thirty days after receipt of the application. No financial assistance shall be awarded by the state agency unless the steering council determines that the application is consistent with said principles of smart growth.

- Sec. 8. Subsection (d) of section 4-66g of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2009*):
- 326 (d) Any grant-in-aid allowed under the small town economic 327 assistance program under this section may be administered on behalf 328 of the Office of Policy and Management by another state agency as 329 determined by the Secretary of the Office of Policy and Management. 330 Before approving an application for a grant-in-aid under this section, 331 the Secretary of the Office of Policy and Management or the head of a 332 state agency shall submit such application to the Interagency 333 Responsible Growth Steering Council, established pursuant to 334 Executive Order No. 15 of Governor M. Jodi Rell, for a determination 335 of consistency with the principles of smart growth, as defined in 336 section 1 of substitute house bill 6467 of the current session. The 337 steering council shall notify the secretary or the head of the state 338 agency of its determination not more than thirty days after receipt of 339 the application. No financial assistance shall be awarded by the state 340 agency unless the steering council determines that the application is 341 consistent with said principles of smart growth.

| This act shal sections: | ll take effect as follows and | shall amend the following |
|-------------------------|-------------------------------|---------------------------|
| Section 1               | October 1, 2009               | New section               |
| Sec. 2                  | October 1, 2009               | 7-131e                    |
| Sec. 3                  | October 1, 2009               | 10-411                    |
| Sec. 4                  | October 1, 2009               | 32-9ee                    |
| Sec. 5                  | October 1, 2009               | New section               |

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| Sec. 6 | October 1, 2009 | New section |
|--------|-----------------|-------------|
| Sec. 7 | October 1, 2009 | 4-66c       |
| Sec. 8 | October 1, 2009 | 4-66g(d)    |

**ENV** Joint Favorable Subst.

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

#### **OFA Fiscal Note**

#### State Impact:

| Agency Affected               | Fund-Effect     | FY 10 \$  | FY 11 \$  |
|-------------------------------|-----------------|-----------|-----------|
| Treasurer, Debt Serv.         | GF - Potential  | See Below | See Below |
|                               | Savings         |           |           |
| CT. Development Auth. (quasi- | See Below - See | See Below | See Below |
| public)                       | Below           |           |           |

Note: GF=General Fund

#### Municipal Impact:

| Municipalities         | Effect    | FY 10 \$  | FY 11 \$  |
|------------------------|-----------|-----------|-----------|
| Various Municipalities | Potential | See Below | See Below |
| _                      | Revenue   |           |           |
|                        | Loss      |           |           |

#### **Explanation**

The bill requires the Interagency Responsible Growth Steering Council to review applications for various programs for consistency with the principles of smart growth. This could result in a General Fund debt service savings to the degree that it delays the expenditure of General Obligation (GO) bond funds if applications are denied funding due to inconsistency with smart growth principles.

The Connecticut Development Authority, a quasi-public, is also required to submit certain applications for review by the Responsible Growth Steering committee. This could result in a delay in the expenditure of such financial assistance to the extent that applications for various programs associated with physical development are denied due to inconsistency.

The bill could also result in a revenue loss to municipalities to the extent that applications for grants-in-aid that would have gone to

municipalities are denied funding due to inconsistency with smart growth principles.

#### The Out Years

The fiscal impact for future years will depend on the number of applications denied funding due to the lack of consistency with the principles of smart growth.

# OLR Bill Analysis sHB 6464

## AN ACT CONCERNING COORDINATED PRESERVATION AND DEVELOPMENT.

#### **SUMMARY:**

This bill allows state agencies to fund projects under specific programs only if they are consistent with the smart growth principles delineated in another bill (sHB 6467). Agencies must submit the applications they receive for funding under these programs to the eight-member Responsible Growth Interagency Steering Council, which has up to 30 days to determine they are consistent with the principles.

The governor created the council by executive order to coordinate the state's development and preservation polices and plans. It consists of the departments of Agriculture, Environmental Protection, Public Health, and Economic and Community Development; the quasi-public Connecticut Development Authority and Connecticut Housing Finance Authority; and the Office of Policy and Management (OPM).

EFFECTIVE DATE: October 1, 2009

#### **SMART GROWTH**

The council must review funding applications based on the sHB 6467's definition of smart growth. That bill defines this term so that state, regional, and local planning bodies can incorporate smart growth principles in their plans of conservation and development. Under sHB 6467, smart growth is economic, social, and environmental development that:

1. simultaneously promotes economic competitiveness and preserves natural resources and

2. allows state, regional, and municipal officials to collaboratively plan, make decisions, and evaluate policies.

The development must use financial or other incentives to promote competitiveness and resource preservation.

Smart growth principles are standards and criteria that, among other things:

- 1. integrate planning in a way that coordinates state and local tax, transportation, housing, and environmental policies;
- 2. reduce the extent to which municipalities depend on the property tax and compete against each other for new growth by delivering services regionally;
- redevelop existing infrastructure and resources, including brownfields and historic places;
- 4. provide rail, bikeways, walking, and other transportation alternatives to automobile travel while reducing energy consumption;
- 5. develop or preserve housing for workers or households with different incomes near transportation nodes, job sites, or other eligible locations (which the bill does not define);
- 6. concentrate mixed-use development around transportation nodes and civic and cultural centers; and
- 7. conserve and protect natural resources by preserving open space, farmland, and historic property and furthering energy efficiency.

#### **CONSISTENCY REVIEWS**

#### **Process**

The bill requires the council to determine if applications for specified preservation and economic development funds are consistent

with smart growth principles. The agencies administering these funds must submit the applications to the council before deciding whether to approve them. The council has up to 30 days to complete a consistency review and notify the administering agency, which may approve the application if the council determines that it is consistent with smart growth principles.

#### Applicable Programs

The bill requires consistency reviews for programs providing funds for preserving, open spaces and historic structures and landmarks and developing land. The table below identifies them.

| Program   | Agency  | Description   |
|---|---|---|
| Open Space and<br>Watershed<br>Acquisition Grants<br>(CGS § 7-131d)         | Department of<br>Environmental<br>Protection (DEP)  | Grants to (1) municipalities and nonprofits for acquiring open space land and (2) water companies for acquiring Class I or Class II water supply property |
| Restoration of<br>Historic Structures<br>and Landmarks<br>(CGS § 10-411)    | Commission on<br>Culture and<br>Tourism   | Matching grants to municipalities and private organizations for acquiring, relocating, preserving, or restoring historic structures and landmarks         |
| Brownfield<br>Remediation Pilot<br>Program and<br>Grants (CGS § 32-<br>9ee) | Office of Brownfield Remediation and Development, Department of Economic and Community Development (DECD) | Funds for cleaning up and redeveloping contaminated property in five designated municipalities  |
| Financial Assistance  | Connecticut<br>Development<br>Authority   | Financing under any programs for acquiring or improving land and constructing, reconstructing, or renovating structures                                   |
| Grants  | DECD  | Grants under any programs for acquiring or improving land and constructing, reconstructing, or renovating structures                                      |
| Urban Action Bonds  | Departments of  | Grants for projects promoting   |

| (CGS § 4-66c)   | Transportation, Social Services, Environmental Protection, and Economic and Community Development and OPM | community conservation and improvement and improving the quality of life for urban residents   |
|---|---|--|
| Small Town<br>Economic<br>Assistance Program<br>(CGS § 4-66g) | Office of Policy<br>and Management  | Funds for projects in relatively small<br>municipalities that do not qualify for<br>funds under programs targeting<br>distressed areas |

#### **BACKGROUND**

#### Related Bills

sHB 6467, (File 549) requires future versions of state, regional, and local plans of conservation and development to incorporate smart growth principles. It also requires OPM to develop model zoning regulations incorporating these principles.

sHB 6465 (File 557) requires the Transportation Strategy Board to include a capital plan for transportation investments that incorporate the smart growth principles delineated in sHB 6467. It also requires the board to advise the Bond Commission on the extent to which transportation capital projects incorporate smart growth principles.

#### **BACKGROUND**

#### Legislative History

The House referred the bill (File 551) to the Environment Committee, which reported a substitute removing proposed purchases of farmland development rights from consistency reviews.

#### COMMITTEE ACTION

Planning and Development Committee

Joint Favorable Substitute Yea 19 Nay 0 (03/20/2009)

**Environment Committee** 

Joint Favorable Substitute

Yea 25 Nay 2 (04/24/2009)